United Nations DP/2005/24

Executive Board of the United Nations Development Programme and of the United Nations Population Fund

Distr.: General
28 April 2005

Original: English

Annual session 2005
13 to 24 June 2005, New York
Item 9 of the provisional agenda
UNIFEM

United Nations Development Fund for Women Implementing the multi-year funding framework, 2004*

Summary

The present document reports on the implementation of the UNIFEM multi-year funding framework (MYFF) 2004-2007 as approved in Executive Board decision 2004/10 and in line with decision 2004/20. The report tracks progress in the first phase of MYFF implementation according to the goals and outcomes in the strategic results framework (SRF) and the organizational effectiveness matrix and in alignment with the projected integrated resources framework.

Elements of a decision

In taking note of the present report, the Executive Board may wish to recognize the focused efforts of UNIFEM to support programme countries in achieving the Millennium Development Goals (MDGs), including by harmonizing these efforts with other gender equality commitments such as the Beijing Platform for Action, the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), and regional and national plans of action to achieve gender equality. The Executive Board may wish to encourage UNIFEM to continue to bring a gender equality perspective to coordination mechanisms such as United Nations Development Assistance Frameworks and national poverty reduction strategies through stronger partnerships with UNDP and United Nations Country Team (UNCT) members and in line with the recommendations in the Triennial Comprehensive Policy Review (TCPR) of operational activities of the United Nations system.

The Executive Board may also wish to encourage UNIFEM to continue to track progress on its MYFF according to the goals, outcomes and indicators in its results frameworks, and to encourage all countries that are in a position to do so to assist UNIFEM in reaching the targeted level of regular resources, including through multi-year pledges.

* The collection of data required to present the Executive Board with the most current information has delayed submission of the present document.

05-32738 (E) 240505

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Introduction

1. In March 2005, the 10-year review of the Beijing Platform for Action (PFA) culminated in the 49th session of the Commission on the Status of Women. While the process highlighted unique aspects of progress and gaps in each region, the overall outcomes inform and reinforce a focus of all UNIFEM initiatives. Building national capacity on implementation and accountability remains critical to achieving progress on gender equality and women's empowerment in the context of the PFA, CEDAW, Security Council resolution 1325 and more than 120 national plans of action for the advancement of women.

2. UNIFEM efforts in the first year of implementation of its MYFF took place in the context of alignment processes related to United Nations reform. The report of the High Level Panel of the Secretary-General on Threats, Opportunities and Change, coupled with the Millennium Project report and the report of the Secretary-General for the 5-year review of the Millennium Declaration, outlines United Nations priorities for human rights, security and development and strongly influences UNIFEM work. It is notable that the Task Force 3 report for the Millennium Project (of which UNIFEM was a member) identified greater investment in the United Nations trust fund to end violence against women, managed by UNIFEM, as a 'quick win' towards achieving the goal of gender equality and women's empowerment. The TCPR resolution (A/RES/59/250) likewise provides guidance, highlighting that "the United Nations development system [should] avail itself of the technical experience of [UNIFEM] on gender issues".

3. The past year has been one of change and opportunity for UNIFEM. The assessment initiated by the Consultative Committee (A/60/62-E/2005/10) helped the Fund to articulate challenges to its ability to fully support gender equality and women's human rights in the United Nations. In a challenging year, the total resource base of UNIFEM grew by more than 40 per cent.

Organization of the report

4. The present report tracks progress toward achieving the outcomes highlighted in the UNIFEM MYFF. It is divided into three chapters aligned with the results frameworks approved by the Executive Board in January 2004 (DP/2004/5).

5. Chapter 1, focusing on *development effectiveness,* is organized according to the four goals in the UNIFEM SRF. Within each goal, progress is tracked according to the outcome framework, reporting on results related to macro-, meso- and micro-level change. It provides information on the capacities UNIFEM builds worldwide to promote the use of tools of accountability (gender-responsive budgeting; human rights commitments; data and statistics; and media and communications).

6. Chapter 2 tracks *progress according to the goals highlighted in the UNIFEM organizational effectiveness matrix*. It summarizes steps UNIFEM has taken to enhance its performance, partnerships and resources, including updated information on progress toward achieving the targets established in the *integrated resources framework*, as well as a review of progress in rolling out the Atlas system.

7. Chapter 3 summarizes *key challenges and priorities* for the next reporting period, building on lessons from 2004.

8. While UNIFEM contributes to the achievement of reported results, it does not claim that it alone can secure significant advances in a particular country or region. UNIFEM plays the role of facilitator, advocate and technical advisor to government and civil society partners in achieving the results reported here, often together with United Nations partners, bilateral donors and other actors.

I. Progress on the MYFF 2004-2007

9. The table below provides a regional breakdown of how UNIFEM is contributing to progress toward the MYFF outcomes by aligning its work with the indicators.

10. In boxes containing two numbers, the first represents the number of times UNIFEM contributed to concrete progress toward results on the indicator and the second, the number of times UNIFEM contributed to action toward that indicator, including where concrete results have yet to be seen. Thus '5/9' means that out of nine initiatives focused on securing legal or policy change, five showed tangible results in 2004.

11. The table signals where indicators may need adjustment or action should be strengthened with regard to indicator 1.6, for instance. UNIFEM noted no work on sector-wide approaches (SWAPs). This is an area that UNIFEM will strengthen in line with United Nations Country Teams. UNIFEM also noted that outcome 4 and its indicators cause confusion in reporting and will revisit these.

Outcome 1 Legislation and policies at national and regional levels formulated and implemented to promote and protect women's human rights	**Africa**	**Asia/ Pacific Arab States**	**LAC**	**CEE/CIS**	**Total** achieved/ in progress
1.1 Gender discriminatory provisions removed	0	3/4	1/1	2/2	**6/7**
1.2 Legislation and policies formulated or implemented to promote women's human rights	5/9	5/13	1/5	4/4	**15/31**
1.3 Legal and policy commitments to gender equality preserved	0	1/1	2/2	0	**3/3**
1.4 Gender equality incorporated in constitutions	1/5	1/1	0/1	0	**2/7**
1.5 Resource mobilization and allocations support implementation of gender-equality plans and policies	2/3	2/5	3/4	1/1	**8/13**
1.6 Poverty-reduction strategies and SWAPs reflect gender- equality commitments	3/5	1/1	0/1	1/2	**5/9**

CEE: Countries of Eastern Europe
CIS: Commonwealth of Independent States
LAC: Latin America and the Caribbean

Outcome 2 Mainstream institutions demonstrate leadership commitment, technical capacity and accountability mechanisms to support women's empowerment	**Africa**	**Asia/ Pacific Arab States**	**LAC**	**CEE/CIS**	**Total** achieved/ in progress
2.1 Sex-disaggregated data available and used to devise and monitor gender-responsive policies	4/5	5/5	5/11	2/2	**16/23**
2.2 Policies, programmes and resource allocations of regional, national and local organizations consistent with gender equality	10/13	6/7	4/6	1/1	**21/27**
2.3 MDG processes, CCA/UNDAF and peacekeeping missions reflect commitments to gender equality	4/11	3/8	6/7	3/3	**16/29**
2.4 UNCTs and multilateral development banks support gender-equality initiatives	10/11	5/5	7/8	2/2	**24/26**

Outcome 3 Gender equality advocates have the knowledge and are positioned to spearhead and transform policies, programmes and resource allocations	**Africa**	**Asia/ Pacific Arab States**	**LAC**	**CEE/CIS**	**Total** achieved/ in progress
3.1 Influence of women's organizations on mainstream policies	10/14	4/9	8/12	6/6	**28/41**
3.2 Increased capacity of national and regional governments and NGOs promoting women's rights	5/6	5/9	7/11	3/3	**20/29**
3.3 Effectiveness of inter-agency thematic groups on gender in influencing UNCTs	7/11	2/2	5/7	2/3	**16/23**

Outcome 4 Harmful and discriminatory attitudes and practices change to promote and protect rights of women and girls	**Africa**	**Asia/ Pacific Arab States**	**LAC**	**CEE/CIS**	**Total** achieved/ in progress
4.1 Media portrayal of gender equality	3/6	2/2	2/2	3/3	**10/13**
4.2 Effectiveness of prevention, monitoring and reduction of gender-based violence through campaigns	1/3	0	1/1	1/1	**3/5**
4.3 Effectiveness of prevention, monitoring and reduction of gender-based violence through national institutions	0	0	3/3	0	**3/3**
4.4 Gender disparity in wages	0	0/1	0/1	0	**0/2**

II. Development effectiveness

A. Goal 1: Reducing feminized poverty

12. UNIFEM addresses feminized poverty in the context of the MDGs and in keeping with regional realities and opportunities. The largest UNIFEM programmes in this area include support for gender-responsive budgeting (GRB) in 34 countries; 'engendering' land reform in Central Asia; migrant women workers programmes in Asia and the Arab States.

Macro level. Policies and laws strengthened to promote women's economic opportunities

13. UNIFEM supported the incorporation of gender equality concerns in poverty reduction strategies (PRSs) in Africa and the Caribbean. GRB initiatives in Mozambique, Nigeria, Senegal and Tanzania have generated data on women's economic contributions and needs that can influence poverty reduction strategies. The GRB initiative in Senegal formed a partnership between the Poverty Reduction Strategy Paper (PRSP) Monitoring Unit, at the Ministry of Economy and Finance and the Ministry for Women, to establish a comprehensive framework for monitoring the PRS implementation process from a gender perspective. In Mozambique, UNIFEM and UNDP support to training trainers in gender-responsive budgeting resulted in the creation of a gender special interest group including government, civil society and donors. The group supports the mainstreaming of gender in the poverty reduction strategy and in the national budget. UNIFEM supported a gender assessment of the Nigeria National Economic Empowerment and Development Strategy (its PRSP) to identify gender gaps. The Ministry of Women Affairs used the findings for advocacy and dialogue with the Government, leading to strengthened commitments to gender equality. In the Eastern Caribbean, UNIFEM is a partner with UNDP in a review of PRSPs, to be presented to governments in 2005.

14. UNIFEM supported positive outcomes concerning women's ownership of assets in Kyrgyzstan and Tajikistan. In Kyrgyzstan, the project established a partnership with the Land Reform Centre under the Ministry of Agriculture and Water Management. Information exchanges between local leaders and project staff led to greater gender responsiveness in the work of local administrations, as well as in the collection of practical cases to support drafting amendments to the Land Law that were submitted to Parliament in 2004. Project legal advisors, in collaboration with local authorities, conducted trainings for 47 legal clinics, with 30 per cent of heads of local authorities continuing to cooperate with the project legal advisors. In Tajikistan, Parliament accepted four out of 11 amendments to strengthen gender equality in the Land Code; the President of the Republic signed these into law in 2004. A coordination council chaired by the Deputy Prime Minister supports the ongoing process of 'engendering' land reform policies and legislation.

15. Gender-responsive budgeting work is relevant to all UNIFEM goals and outcome areas. The UNIFEM GRB programme launched in 2001 has attracted support from the Governments of Belgium, the European Union, Italy and the United Kingdom. The programme has demonstrated progress toward three longer-term results: (a) Making budget processes more accountable, transparent and participatory; (b) Changing budget decisions on allocations and revenue-raising to

reflect responsiveness and accountability to gender equality goals in the PFA, CEDAW and the MDGs; (c) Expanding regional, national and local-level expertise. UNIFEM provided technical or financial support for applying gender budgeting tools nationally and locally in 34 countries in 2004.

16. GRB advocacy initiatives contribute to national and local agreements to make budget processes more gender-responsive. In India, the Finance Minister directed 18 select departments to submit performance budgets and grant requests for 2005-2006 with data grouped to reflect allocations to, and expenditure on, women. In Senegal, parliamentarians requested gender budget tools to analyse women's vulnerability to HIV/AIDS, and the steering committee of the gender budgets project is undertaking a GRB exercise in preparation for its Third National Plan for Women. In Ecuador, local-level GRB initiatives resulted in a municipal decree making it a priority to hire women for infrastructure projects funded by the municipality of Cuenca, and in a fund for local women's micro-enterprise initiatives and the formation of an equity council in Esmeraldas.

17. Local experts and partners in these and other countries make these results possible. Support to GRB networks in Latin America, East Africa and South Asia contributes to sustainability in the regional skill base. The programme generates new partnerships, such as in Morocco, where, for the first time, the United Nations Children's Fund (UNICEF) has joined UNIFEM in the context of the UNDAF to undertake a local-level GRB initiative, raising additional resources and the potential for synergy and scaling up; or in Colombia, where UNIFEM, UNDP and the German Agency for Technical Cooperation (GTZ), lent support to the national GRB initiative.

Meso level. Leadership, commitment, capacity and accountability of mainstream institutions to address feminized poverty

18. Two of the key constituencies that UNIFEM focuses on in this area are: statistics users and producers; and national and local government organizations that influence the options and choices of migrant women.

19. Reliable, regular data is necessary for public policy formulation and for monitoring progress on the PFA, CEDAW and the MDGs. UNIFEM supports the efforts of statistics institutes and relevant ministries to build sustainable skills and a commitment to accurate databases that enhance women's rights and empowerment in 18 countries and through regional efforts in Africa, Arab States, Central and South Asia, Eastern Europe and Latin America.

20. UNIFEM has supported governments to institute reforms concerning migrant women in destination countries and countries of origin, including Jordan (destination), Indonesia, Nepal, the Philippines and Sri Lanka. UNIFEM supported mapping studies in 2004 which led to a draft ordinance in Bohol, Philippines, protecting women at all stages of migration and creating a savings mobilization and productive investment pilot using remittances into its reintegration policies/programmes; and in Blitar, Indonesia, piloting local migration-law reform with the local government.

Meso level. Gender equality advocates have the capacity to spearhead and transform policies and programmes to end feminized poverty

21. UNIFEM supports women's rights advocates and networks in governments and civil society to build knowledge and strategies that 'engender' macroeconomic and poverty-reduction strategies; and skills to advocate for economic opportunities for poor women. Regional initiatives are under way in Mexico and Central America, Francophone and Southern Africa, Central and Eastern Europe, and South and Southeast Asia. The Southern Africa Network of Women Economists (SANWE), created in September 2004 with UNIFEM support, replicates the operational structures of the Network of African Women Economists (NAWE), launched in Dakar with UNIFEM support in 2003. SANWE will affiliate with NAWE in 2005. UNIFEM supported home-based workers in India, where in 2004 UNIFEM partner Homenet secured a social security plan to be piloted in 50 districts for informal-sector workers above the age of 60 with monthly incomes under Rs. 6500. Homenet Indonesia influenced the Central Bureau of Statistics in institutionalizing collection of data on women in informal employment.

Micro level. Change in the harmful and discriminatory attitudes and practices that perpetuate feminized poverty

22. UNIFEM pilots initiatives to change stereotypical notions about women's options and opportunities in the marketplace. In 2004, it focused on new partnerships to enhance women's capacity to benefit from information and communications technologies (ICTs), positioning rural women producers at higher levels on the 'value chain'. Improved economic options have ensued in the Arab States, Afghanistan, India, Malawi, Rwanda, Zambia and Zimbabwe.

23. Since 2001, a partnership between UNIFEM, the Government of Jordan, Cisco Systems, and UNDP, has worked to ensure that women and men benefit equally from ICTs. This has resulted in training for 1,000 students in 12 Cisco academies, 60 per cent of them women. Some 70 per cent of the students have found jobs in the IT sector through job fairs. The experience has led to a partnership in a government-sponsored "E-Village," with UNIFEM providing technical assistance to develop a model approach, involving public- and private-sector partners, to ensure that women benefit from the Government's support to ICT initiatives in the rural villages of Lib and Mleih.

B. Goal 2: Ending violence against women

24. Since the early 1990s, when UNIFEM advocated for greater attention by the United Nations to address violence against women, many United Nations organizations have taken up the cause. It is a central goal of UNFPA; incorporated in the work of UNICEF; a major area of research for the World Health Organization (WHO); and on the agenda of the United Nations High Commissioner for Refugees (UNHCR). UNIFEM advocated for a joint United Nations needs assessment on gender-based violence in the Democratic Republic of Congo that resulted in a UNFPA-led multi-agency programme including UNICEF, Office of the United Nations High Commissioner for Human Rights (OHCHR) and UNIFEM. The inter-agency approach to managing the UNIFEM trust fund to end violence against women, established in 1996 (A/RES/50/166), has improved coordination in this area.

25. The dearth of data on violence against women at all levels is cited to explain why the MDGs do not include its elimination as a target. New data is emerging. UNIFEM support for the collection and dissemination of statistics, its global trust fund to end violence against women and its regional replication in Central Asia, and a regional programme in South Asia to address trafficking in women and girls, form its largest programmes to end violence against women.

Macro level. Policies and laws strengthened to protect women's right to lives free from violence

26. UNIFEM has supported efforts to introduce, retain or strengthen domestic violence legislation in 14 countries; strengthen laws on trafficking in South Asia; strengthen the policy response to femicide in Central America and the Andean Region; and criminalize gender-based violence in Sierra Leone and sexual violence in Peru. UNIFEM worked within the United Nations system to advocate for a consistently applied policy addressing violence against women in post-conflict needs assessments and crisis-response situations.

27. Results have included the formulation, introduction or passage of laws penalizing domestic violence in Kazakhstan, the Lao People's Democratic Republic, Macedonia, Nepal, Tajikistan and Zimbabwe. Where law and policy-reform efforts are at a preliminary stage, UNIFEM support focuses on reviews, assessments and consensus building. In Barbados, UNIFEM assistance to the Coalition against Sexual Harassment will inform the law reform process. In Sierra Leone, UNIFEM supported the Law Reform Commission in undertaking a comprehensive review of the legal framework as it works to criminalize gender-based violence.

28. As part of its regional anti-trafficking programme in South Asia, UNIFEM supported a review to identify areas needing reinforcement in the criminal justice systems of Bangladesh, India, Nepal and Pakistan. The reviews have resulted in proposed amendments to existing legislation in Nepal, with a new bill tabled in Parliament.

Meso level. Leadership, commitment, capacity and accountability of mainstream institutions to address violence against women

29. UNIFEM helps build the capacity of duty-bearers, focusing on the judiciary, law enforcement, parliamentarians, ministries of health and foreign affairs, departments of statistics, and United Nations partners. UNIFEM supports efforts to improve the generation and use of data in Egypt, India, Jordan, Mexico, St. Lucia, Syria, Thailand and Zimbabwe.

30. The work of UNIFEM with the national statistics institute in Mexico (INEGI), the Health Ministry, and the Institute for Women, has generated data that validates strengthening health protocols and services to address domestic violence, especially in states where the vulnerability is greatest. UNIFEM and INEGI have shared innovations in policy and practice with El Salvador, Honduras and Nicaragua.

Meso level: Gender equality advocates have the knowledge and capacity to spearhead policies and programmes to end violence against women.

31. The UNIFEM trust fund to end violence against women is its main entry point to strengthen the capacity and influence of women's organizations to spearhead innovative responses to gender-based violence at the country level. The trust fund has awarded grants totalling $8.3 million in 96 countries. In 2004, grants to

17 organizations addressing violence in conflict and post-conflict situations totalled $900,000.

32. Grantees registered results and recognition. In Central Asia, the regional replication of the trust fund supported by the German Government built capacity and partnerships: in Uzbekistan, the non-governmental organization (NGO) Ikbol launched an awareness-raising strategy about gender-based violence among soldiers, resulting in the inclusion of its training module in the 2004 Ministry of Defence capacity-building plan. Recognizing the continued need for the kind of support provided by the trust fund and inadequate funds to meet the demand for support, UNIFEM, in consultation with the inter-agency programme appraisal committee, devised an updated trust fund strategy for implementation in 2005.

Micro-level. Change in harmful and discriminatory attitudes and practices that perpetuate violence against women

33. There are two primary areas of focus toward this outcome: support to campaigns, including '16 Days to End Violence against Women', commemorated by thousands of organizations worldwide; partnerships with the private sector to generate new resources for national efforts; and partnerships with men to change attitudes. In Brazil, UNIFEM worked closely with Full Jazz, a woman-owned advertising agency, to create publicity pieces for a nationwide campaign. The advertising campaign *"Bem Querer Mulher"* (Caring for Women) was launched on 25 November 2004 through television, radio, and print. Donations will be used to establish a UNIFEM-managed national fund to address *violence against women* in Brazil, modelled on the global trust fund.

C. Goal 3: Halting and reversing the spread of HIV/AIDS

34. UNIFEM advocates for attention to the gender and human rights dimension of HIV/AIDS – particularly to reverse the discrimination that women affected and infected by HIV/AIDS endure – and highlights the contributions and perspectives of HIV-positive women. The six country initiative supported by the Japanese Human Security Fund is the largest UNIFEM programme in this area.

35. A number of coalitions and task forces have emerged within the United Nations to focus attention on the gender dimensions of the pandemic. The Joint and Co-sponsored United Nations Programme on HIV and AIDS (UNAIDS) spearheaded the Global Coalition on Women and AIDS. The United Nations Secretary-General convened the Task Force on Women, Girls and HIV/AIDS in Southern Africa, which identified key actions to reduce girls' and women's prevalence rates. UNIFEM participates in these and other joint initiatives.

Macro level. Policies and laws strengthened to reverse and halt the spread of HIV/AIDS

36. UNIFEM works with wide-ranging networks to mainstream the gender and human rights dimensions of HIV/AIDS into national AIDS plans in Burundi, Cambodia, Honduras, Rwanda, Thailand and Zimbabwe; and in policy processes in the Caribbean, India, Kenya, and South Asia. Following a training programme for the National AIDS Council of Zimbabwe, standard guidelines on mainstreaming gender and human rights in HIV and AIDS care, prevention, mitigation and treatment will be adopted into policy. In Kenya, UNIFEM supported HIV/AIDS and

women's networks in lobbying for a gender-sensitive HIV/AIDS control and prevention bill, submitted to Parliament.

Meso level. Leadership, commitment, capacity and accountability of mainstream institutions to halt the spread of HIV/AIDS

37. UNIFEM works with ministries of health in Honduras, Brazil and Cambodia; faith-based groups in Nigeria; and public sector employers in India. Its work with the Indian Railways – the third largest public employer in the world and the largest in India, with 1.8 million employees – has continued to generate results. A strategy developed with the Vijayawada Division of South Central Railways (with 29,000 employees) uses peer education to inform employees on gender and HIV issues. The peer education initiative is being replicated in railway zones across the sub-continent. Partnerships with UNDP, ILO, UNAIDS, civil society and the State AIDS Society in Andhra Pradesh are central to the work. The project has made an important contribution to substantive gender-sensitive baseline data that can be used for policy and programme formulation on the various dimensions of HIV/AIDS. Further innovations being developed are a revolving fund for women affected by HIV and a communication strategy on masculinity and male responsibility.

38. In Zimbabwe, a pilot project on home-based care resulted in the creation of the *Rural Home-Based Coalition* advocating resource allocation for home-based care sector. The Government of Zimbabwe has appointed a Coordinator for home-based care. In Enugu State, Nigeria, UNIFEM trained thirty representatives of different faith-based organizations as gender-sensitive HIV/AIDS counsellors. Advocacy efforts underpin the implementation of a gender-responsive HIV/AIDS policy in Enugu hospitals and health centres.

Meso level. Gender equality advocates have capacity to strengthen policies and programmes to halt and reverse the spread of HIV/AIDS

39. UNIFEM supports building the capacity of HIV-positive women's networks to advocate for policies and services in Africa, Cambodia and India, and brings research groups in to join efforts to highlight the gender dimensions of the pandemic. UNIFEM supported the Positive Women's Network in India for representation at major national and international meetings and to join the Global Coalition on Women and AIDS. They, in turn, have leveraged support from donors and United Nations organizations, and their president has been awarded a MacArthur Fellowship and an award from the Clinton Foundation.

Micro level. Change in harmful and discriminatory attitudes and practices that perpetuate gender inequality in the context of HIV/AIDS

40. UNIFEM addresses the stigma and discrimination experienced by women affected and infected by HIV/AIDS and supports gender-responsive prevention strategies through use of media and pilot programmes in 10 countries.

41. UNIFEM is piloting 'gender empowerment zones' in India, Brazil and Zimbabwe to make clear the link between progress on gender equality and reductions in prevalence of HIV/AIDS. In Mutoko, Zimbabwe – a rural community heavily hit by HIV/AIDS – a UNIFEM-supported pilot programme has attracted wide-ranging partners including FAO, UNICEF, and the United Nations Educational, Scientific and Cultural Organization. Locally trained community members are taking on roles in local political organizations; men's participation in

home-based care is increasing; and women affected and infected by HIV note that stigma and discrimination have declined.

D. Goal 4: Achieving gender equality in democratic governance and in post-conflict countries

42. UNIFEM takes a holistic approach to this goal, marshalling support for women's citizenship as voters, candidates and leaders in every sphere. UNIFEM links constituencies for women's rights to political processes and builds their capacity to advocate for the institutional changes needed for women leaders to have an influence in post-conflict reconstruction. The largest UNIFEM programmes in this area support CEDAW implementation in every region and promoting gender justice in post-conflict reconstruction in over 20 countries.

Macro level. Policies and laws strengthened to achieve gender equality in democratic governance

43. In 2004, UNIFEM directed technical assistance and resources towards strengthening laws and policies to achieve gender equality in democratic governance in over 30 countries. UNIFEM supported efforts to secure or implement gender equality laws in Kosovo (Serbia and Montenegro), Moldova and Sierra Leone; to formulate or strengthen gender equality plans or policies in Brazil, Burundi, Ecuador, Venezuela and Zimbabwe; and to enshrine gender equality in the constitutions of Afghanistan, Bolivia, and countries throughout Africa. In Burundi, UNIFEM partnered with European Parliamentarians for Africa and the Network of Central African Women Parliamentarians to 'engender' the constitution and electoral code. These efforts were furthered in the gender equality project that UNIFEM executed on behalf of UNDP and the Ministry of Social Affairs, resulting in the adoption of a national gender equality policy.

44. In post-conflict countries, elections present challenges and opportunities for women as candidates and voters. In Afghanistan, a UNIFEM-supported 'town meeting' – the first public forum of its kind on women's rights, featuring 150 women activists and journalists in a dialogue with 10 of the 18 presidential candidates – was broadcast nationally. With a local NGO, UNIFEM provided gender training for election commissioners to increase their understanding of women's role in the election process. UNIFEM supported the International Federation of Women Lawyers (Ghana) to train women aspirants to develop a women's agenda for campaigns. This contributed to a 10 per cent increase of women in the Parliament.

45. Support from the European Union and the Department for International Development (United Kingdom) have made it possible for a UNIFEM team of Iraqi staff to work with the Ministry of Municipality to advocate for women's participation in the Iraqi elections, training focal points within the line ministries on women's roles in the electoral process. UNIFEM played a strategic role in supporting women to meet with the 25 members of the Iraqi Governing Council to secure 25 per cent female representation in government bodies, resulting in six female ministers. UNIFEM worked with the Department of Political Affairs and other United Nations partners to encourage voter turnout for the elections, resulting in large numbers of women voters (55 per cent women, 45 per cent men).

Meso level. Commitment and capacity of mainstream institutions to achieve gender equality

46. UNIFEM intensified its involvement in coordinated needs assessments for post-conflict reconstruction processes in Africa and the Arab States. In Afghanistan, South and Southeast Asia and Mexico, the focus was on building the capacity of judiciary and governance institutions, including regional institutions, to align and apply their policies in conformity with CEDAW. Globally, the Security Council remains a key area for influencing decisions and policies.

47. The strategic partnership of UNIFEM with the Inter-Governmental Authority for Development in Africa led to the endorsement of a regional gender policy by ministers of gender, and preparation of a draft gender policy in Sudan. Mainstreaming a gender perspective in the United Nations/African Union-led process for the International Conference on Peace, Security, Democracy and Development for the Great Lakes Region was a focus of UNIFEM efforts in 2004. UNIFEM provided support to place a gender expert in the Office of the Special Representative of the Secretary-General for the Great Lakes and contributed to a women's regional meeting in October 2004, where over 100 women from the Great Lakes Region drafted the Kigali declaration. That declaration was later incorporated into the Dar-es-Salaam Declaration of the First Summit of Heads of State and Governments (November 19-20, 2004).

48. UNIFEM implements specific initiatives to strengthen the capacity of institutions in over 20 countries to implement CEDAW, including through regional programmes in Southeast Asia and the Arab States. The judiciary is a focus of initiatives in Nigeria and Zimbabwe. UNIFEM is building capacities to apply the Convention to constitutional reviews in Rwanda and Burundi; and to national legislation in Nigeria. The partnership between UNIFEM and the Ministry of Foreign Affairs in Mexico included developing a training programme on women's human rights for Ministry staff, which is now being conducted routinely by the Ministry.

Meso level. Gender equality advocates have knowledge and capacity to spearhead and transform policies and programmes to promote gender equality in democratic governance

49. UNIFEM supported the application of resolution 1325 in Africa, the Andean region, the Arab States, the Balkans and the Southern Caucasus. The UNIFEM Southern Caucasus programme on women, peace and security secured funds to ensure continued implementation for the next three years, finalized an evaluation, and plans to build on lessons learned from the first phase. The women and peace networks created under phase 1 have launched concrete initiatives to implement resolution 1325. In Azerbaijan, Coalition 1325 coordinated roundtable discussions resulting in a Coalition-sponsored draft appeal for gender equality in the peace process endorsed by the national machinery for women's advancement and women's NGOs.

Micro-level. Harmful and discriminatory attitudes and practices that perpetuate gender inequality in governance change

50. UNIFEM supports media and advocacy strategies creating a positive environment for women's leadership and rights in democratic governance. In the Arab region, UNIFEM supported the launch of the first women's radio station in

Iraq as a source of election information for women. In at least 10 countries in 2004, UNIFEM supported training and network building among journalists to improve their coverage of women's rights and leadership.

III. Organizational effectiveness

51. The five performance goals in the framework approved by the Executive Board (DP/2004/5) are used to track progress toward the greater organizational effectiveness of UNIFEM in the context of the new MYFF.

A. Goal 1: Coherence, relevance and sustainability of UNIFEM products and services recognized

52. Of special relevance here is the extent to which (a) innovation promoted by UNIFEM is replicated and/or scaled up toward sustainability; (b) feedback demonstrates the relevance of products and services; and (c) evaluations are used strategically to generate learning that feeds into effective actions of UNIFEM and partners.

53. UNIFEM tracked 17 instances of replication or interest in replication and 11 of upscaling or institutionalizing[1] the initiatives it supported in 2004. Of these, 16 are by governments, six are by United Nations organizations, and six by NGOs and private-sector partners or private foundations. The Ministry of Health in Thailand scaled up responses to preventing *violence against women* in 72 provincial government hospitals based on a UNIFEM-supported one-stop crisis centre. Gender-responsive budgeting is being broadened or replicated by UNDP, UNICEF and GTZ in Morocco and Colombia. The International Fund for Agricultural Development (IFAD) is exploring the replication of UNIFEM support to women shea-butter producers in Burkina Faso. In the Arab States, Cisco Systems and UNIFEM are replicating their Jordanian initiative on 'Achieving E-Quality in the IT Sector' in Egypt, Lebanon and Morocco, involving new partners: the International Telecommunications Union and the United States Agency for International Development.

54. UNIFEM explores how its products and services respond to opportunities and demands. The picture is mixed: UNIFEM programmes produce a range of resources (35 guidebooks and training manuals, 22 multi-media initiatives and over 40 reports in 2004), but inadequate information exists on their use and impact. UNIFEM is instituting a policy to reduce volume, improve quality, and track results of knowledge products. The UNIFEM-sponsored land-reform programme in Kyrgyzstan included a national competition that spawned 20 television programmes and publications directing the public to services resulted in 6,671 people seeking assistance from local project offices. Better data is also emerging from electronic resources. The UNIFEM Internet portal, www.WomenWarPeace.org, has had four million hits in 18 months.

[1] Replication involves duplicating or adapting a UNIFEM-supported initiative. Upscaling or institutionalizing is when another organization either extends the initiative to a greater number of locations (e.g., the counselling approach being adopted by every state in a country) or integrates it and budgets for it in existing processes (e.g., making a pilot training course a permanent part of a university curriculum).

55. UNIFEM finalized six evaluations in 2004, including three programme and three project evaluations. It continued to partner with the African Evaluation Association (AFREA) to expand capacity in undertaking gender-responsive evaluation in Africa. UNIFEM participates in the inter-agency United Nations Evaluation Group (UNEG) and is prioritizing its evaluation function over the next three years.

B. Goal 2: Capacity of UNIFEM programmes aligned with demand and opportunities to support innovation, learning and results at all levels

56. With a core annual budget of just over $20 million and non-core contributions reaching approximately $25 million in 2004, the capacity of UNIFEM to respond to demand and use limited resources effectively depends on its ability to leverage knowledge and action networks to extend its reach. Through strategic use of human and financial resources – and subregional initiatives building communities of practice amongst countries – UNIFEM supported programmes in 43 countries in 2004, and provided technical advice and/or catalytic funding in 40 more.

57. In assessing its progress, UNIFEM examined its capacity to influence United Nations reform to be gender-responsive, particularly through engagement with coordination mechanisms such as the common country assessment (CCA), the United Nations Development Assistance Framework (UNDAF), the PRSPs and the MDGs; and demand from UNCTs, particularly in response to crises and post-conflict reconstruction and in consolidated appeals and other inter-agency mechanisms.

United Nations reform

58. UNIFEM works to improve coordinated support to mainstream gender equality into an increasing proliferation of coordination mechanisms. It learned many lessons from coordinating gender theme groups in 11 countries and from participating in theme groups in many more.

59. UNIFEM provided input into MDG processes in 20 countries and three regional initiatives; into CCA/UNDAF exercises in 25 countries and through three regional readers' groups; and in PRSPs in seven countries and one regional analytical initiative. Inputs varied widely, from taking on a full set of analytical and advocacy activities for MDG processes in seven countries, to holding regional training workshops to build the capacity of gender equality advocates so as to increase their involvement in these processes in their own countries, to submitting comments on draft documents to UNCTs.

60. In four instances in 2004, UNIFEM participation in CCA/UNDAF processes resulted in its involvement in joint programmes that strengthen the overall effectiveness of the United Nations system and reduce transaction costs for programme countries. In Egypt, the CCA/UNDAF identified the need to support institutional capacities to advance and empower women. Led by UNIFEM, a joint programme was developed with UNDP, UNFPA, and UNICEF to support the multi-faceted mission of the National Council for Women. Given the limited presence and resources of UNIFEM, it is unable to meet the demand for support or joint programming in every country where these are requested; rather, it tries to identify

expertise and build regional and global capacities and tools that will enhance the overall capabilities of UNCTs and their access to gender equality resources.

61. As chair of the task force on mainstreaming gender in the CCA/UNDAF (with the participation of UNDP, UNICEF, UNFPA and the United Nations Division for the Advancement of Women) for the Inter-Agency Network on Women and Gender Equality, UNIFEM led the development of a practical guidebook for strengthening gender theme groups' involvement in coordination processes. The guidebook is being distributed to UNCTs worldwide and is supported by a website which continues to grow. Second, and directly related to the MDGs, it seconded its senior economics advisor to the Millennium Project to strengthen the gender dimensions of analysis and action on Goal 1; it actively participated in Task Force 3; produced a guidebook (*Pathway to Gender Equality*) on bringing together the MDGs, CEDAW and the PFA, and it held a global consultation of women's rights networks in collaboration with the Millennium Campaign to contribute to stronger linkages between Beijing and the Millennium Summit. Finally, UNIFEM is working at the regional level with the Economic Commission for Latin America and the Caribbean to produce analytical reports that support 'engendered' MDG reporting; and with UNDP in francophone West Africa and Southern Africa to strengthen analytical and implementation capacities to link PRSPs, the MDGs, and gender-responsive budgeting.

Approaches to mainstreaming a gender perspective in the MDGs

62. The most in-depth MDG-support activities of UNIFEM at the national level are being piloted through a two-year, five-country project (in Cambodia, Kenya, Kyrgyzstan, Morocco and Peru) executed for UNDP. The objectives of the project are: (a) to demonstrate the centrality of mainstreaming gender equality in the MDGs for national development to policy-makers and programme planners; and (b) to strengthen approaches for gender-sensitive monitoring and reporting on progress towards achieving the MDGs.

63. In Cambodia, the project brought together UNDP, the World Bank, the Asian Development Bank, the Department for International Development of the United Kingdom, and national partners, to compile an agreed-upon set of data and indicators to inform and use MDG processes to strengthen action on Goal 1 (poverty) and Goal 8 (trade). In Kenya, district-level poverty dialogues are bringing the voices of over 800 poor women and leaders of NGOs and community-based organizations in four rural districts into MDG processes. In Kyrgyzstan, the programme has secured agreement from wide-ranging stakeholders on harmonized indicators for monitoring the implementation of CEDAW, the PFA and the MDGs. The Morocco programme will use analysis from the project to reflect gender equality concerns in every aspect of the MDG report. In Peru, women's networks and media collectives have mainstreamed messages into the UNDP-sponsored MDG campaign, where videos and radio spots are raising awareness of the gender dimensions of the MDGs, and university students are vying for scholarships through a contest that sharpens their attention to gender, poverty and the MDGs.

Crises and post-conflict situations

64. In 2004, UNIFEM provided gender-equality expertise to joint needs assessments for Haiti, Liberia and Sudan; submitted proposals to 10 consolidated

appeals processes, and played a key role in the inter-agency working group on disarmament, demobilization and reintegration (DDR).

65. UNIFEM support to the Ndabaga Association of Women Ex-Combatants – the first organization of demobilized women in the Great Lakes – is a catalyst to broader efforts in DDR. In August 2004, UNIFEM and the Canadian International Development Agency brought together over 200 women ex-combatants. A representative of Ndabaga briefed the Security Council on potential roles for demobilized women to address HIV/AIDS and support peacebuilding in their countries. UNIFEM DDR advocacy has resulted in a growing partnership with the World Bank on the Multi-Country Demobilization and Reintegration Programme for the Great Lakes, which opens the door to 'engendering' DDR throughout the region.

C. Goal 3: Strategic partnerships generate new and expanded constituencies and learning for gender equality

66. With governments, UNIFEM strengthened traditional partnerships with national machineries for women, women's parliamentary networks and bilateral donors while expanding its work with statistics bureaux and ministries of finance, planning, transportation, and justice. Within the United Nations system, while UNIFEM continues to have strong partnerships with UNDP, UNFPA, UNICEF and UNAIDS, stronger partnerships with other United Nations organizations emerged in 2004. And while women's NGOs and networks remain key strategic partners in all UNIFEM initiatives, partnerships are emerging with faith-based organizations, with other issue-based NGO networks and coalitions, and with academic institutions. Progress has also been made with a select number of private-sector partners. UNIFEM tracks the extent to which the partnerships contribute to expanded, sustainable opportunities to achieve gender equality and women's empowerment.[2]

The United Nations Development Group and the Executive Committee organizations

67. Information on strengthened partnership with UNDP is contained in briefings and documentation presented to the Executive Board in 2004 (DP/2004/CRP.2, DP/2004/47, and DP/2005/CRP.2). A key focus is on enhanced collaboration with UNDP regional centres. Working partnerships with UNFPA continue in all regions and globally, including on gender-based violence in Latin America; 'engendering' post-conflict reconstruction in Africa; and the gender dimensions of HIV/AIDS in all regions. With UNICEF, field-based examples of collaborative work on GRB are emerging, and a priority is to strengthen partnerships on rights-based approaches, bringing together work on the Convention on the Rights of the Child and CEDAW to support Action 2 of the reform agenda of the Secretary-General.

Other multilateral partners

68. Working relationships with the World Bank continue to expand with concrete examples in 12 countries. The relatively new partnerships with IFAD in South Asia and francophone West Africa, and the expanding partnership with UN-HABITAT in Latin America and Southeast Asia, are generating opportunities to strengthen coordination on the gender dimensions of rural poverty.

[2] Strategic partnerships with government and civil society are covered in the development effectiveness section. The present section focuses on the United Nations system.

D. Goal 4: Aligning UNIFEM management and human resources practices and policies to reflect its commitment to excellence, empowerment and rights

69. Three areas are highlighted: Further clarifying operational guidelines between UNIFEM and UNDP; more effective, efficient financial management with the rollout of the Atlas system; and delivery of financial resources in 2004.

70. The revised guidelines on the operational relationship between UNDP and UNIFEM were signed by both parties on 7 June 2004. The agreement distinguishes between oversight and service provision by UNDP for UNIFEM operations, clarifying areas of responsibility. This gives UNIFEM appropriate authority over its business and will expedite administrative, human resources and financial transactions in line with the principles of the MYFF. UNIFEM is working with UNDP to determine the type, quality and price of support services it needs from UNDP on cost-recovery basis.

The Atlas system

71. UNIFEM invested significantly in the rollout of Atlas in 2004. Internal knowledge and practice communities were formed around the four functional tracks: financials; grants and projects; procurement; and human resources management. The real-time information will lead to more effective, efficient and decentralized management of resources.

72. Atlas required a steep learning curve and investment of staff time in training and building new skills. Challenges were both technical – addressed with the help of the functional track leaders and technical staff in UNDP and UNIFEM – and related to changes in workflow and process. Staff capacity gaps became apparent throughout the year and, combined with system problems and electricity failures in some countries, slowed down business processes on occasion. By the end of 2004, staff skills had improved considerably, and in 2005 specific steps are being taken to track improvements in efficiency and accuracy resulting from Atlas use.

Delivery

73. In 2004, UNIFEM experienced a 30 per cent decrease in delivery of core funds compared to 2003, offset by a 9 per cent (approximately) increase in delivery of non-core funds. The decrease in core funds came about for two reasons: (a) the uncertainty of core contributions from a major donor required a conservative approach to spending; and (b) the rollout of the MYFF and the Atlas system required a heavy investment in planning and realignment. UNIFEM expects to secure a minimum of 85 per cent delivery for the remainder of the MYFF period.

E. Goal 5: Larger, more diversified and more reliable resource base supports capacity of UNIFEM to meet opportunities and commitments

74. In 2004, UNIFEM achieved a larger and more diversified resource base, but reliability in core resources remained elusive. Given the focus on implementation and accountability emerging from the Beijing + 10 review, ensuring the sustainability of the Fund is of paramount importance. The table on the opposite page compares UNIFEM MYFF projections for 2004 with estimated receipts for the year.

	Projected 2004*	Actual 2004*	Actual 2003*
Core	24.2	23.2	21.7
Non-core	14.0	25.5	12.3
Miscellaneous	1.9	1.6	2.0
Total	40.1	50.3	36.0

**in millions of dollars*

75. UNIFEM exceeded its projections for 2004 by approximately $10 million, due largely to increases in cost sharing and trust funds. Total funds increased by more than $14 million (or about 43 per cent) over 2003 contributions.

76. While core funds did not reach the projection, they increased from $21.7 million in 2003 to $23.2 million in 2004. Forty-three governments contributed to UNIFEM in 2004, compared to 39 in 2003. The Governments of Andorra, Australia, Austria, the Czech Republic, Ghana, Greece, Ireland, Luxembourg, South Africa, and Sweden increased contributions in their currency, which, together with the weakening of the dollar, generated an increase of $1.1 million.

77. Approximately $14 million in multi-year non-core commitments was mobilized for programmes by UNIFEM regional programme offices. While the majority is from bi-lateral agencies, UNIFEM is also seeing results from regional programme offices' partnerships with the private sector, including Cisco Systems in the Arab States and Avon and Full Jazz (an advertising company) in Brazil.

III. Challenges and future priorities

78. The assessment of UNIFEM achievements, challenges and gaps in implementing its MYFF emanates from evaluations; programme and project reports; consultations with stakeholders; and the guidance and feedback that UNIFEM received from its Consultative Committee and the Executive Board. In 2004, the Consultative Committee commissioned an independent assessment of UNIFEM (A/60/62-E/2005/10) to determine whether its structure, resources and status were commensurate with the expanded roles it has assumed. The 45th session of the Consultative Committee (February 2005) recommended directions for further strengthening UNIFEM.

Development effectiveness

79. While opportunities to mainstream gender equality into coordination and policy mechanisms such as PRSPs, the MDGs and SWAPs are significant, UNIFEM needs to strengthen its capacity and reach to influence and track their impact on gender equality. The Consultative Committee-commissioned independent assessment was undertaken to highlight opportunities lost in this regard through failing to strengthen UNIFEM. UNIFEM needs to invest more heavily in supporting knowledge and action networks that are available on a timely basis and can interact with each phase of these processes – from formulation to implementation and evaluation – to ensure that gender equality considerations are taken into account throughout the cycle. Additionally, all the frameworks related to gender equality – the MDGs, CEDAW and the PFA – need to be applied coherently. UNIFEM will

strengthen follow-up to its work on *Pathways to Gender Equality* and support governments and civil society in building capacity to manage these commitments holistically.

80. The increased involvement of UNIFEM in programming related to peace and security has yielded results and responded to immediate needs. Better internal organization is required, however, to allow UNIFEM to respond in a timely and effective manner, in particular because the window of opportunity for securing gender justice in post-conflict reconstruction closes very quickly. UNIFEM is working with United Nations and other partners, particularly in follow-up to the UNIFEM Conference on Gender Justice in Post-Conflict Situations entitled *Peace Needs Women and Women Need Justice,* to devise a rapid-response mechanism that will offer better support to countries and to the international community. Additionally, given the inadequate action in responding to gender-based violence in conflict and post-conflict situations, UNIFEM is strengthening its inter-agency advocacy and partnerships to secure a coordinated, response to gender-based violence that utilizes the comparative advantages of each organization.

Organizational effectiveness

81. The TCPR and internal assessments suggest that evaluation needs to be strengthened across the United Nations system, including within UNIFEM. UNIFEM plans to strengthen its evaluation capacity in the next reporting period so as to improve internal information, build the capacities of partners, and more effectively disseminate lessons and learning from the catalytic initiatives it supports worldwide.

82. The potential and challenges of the Atlas system are key to the capacity of UNIFEM to undertake results-based budgeting and programming. UNIFEM will continue to build staff capacity and develop systems so that investment in Atlas results in cost-effective, timely, and coherent delivery of development assistance.

83. The independent assessment of UNIFEM identified inadequate recognition, status and resources as pervasive and systematic obstacles that impede the work of gender equality advocates throughout the United Nations system. These deficits are echoed in the TCPR resolution. The assessment underscores the urgency of recognizing the technical leadership of UNIFEM on gender equality; increasing its resource base; and upgrading its status so as to enhance its ability to contribute to the United Nations system. Expanding support to entities that provide technical expertise on gender equality is consistent with the message emerging from Beijing + 10 to focus more emphatically on implementation and accountability, and demonstrates the commitment required to achieve the MDGs.